

# PROJECT ZERO DATA MANAGEMENT REPORT

One Year After Implementation

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# TABLE OF CONTENTS

Executive Summary	3
Recommendations and Future Directions	5
Acknowledgements	6
Abbreviation List	6
Background Information	7
Original Barrier Survey	8
Community and State Partnerships	10
Project Zero Pilot Services	11
Family Independence Specialist (FIS)	11
Michigan Works Agency – Work First	12
Policy Changes	12
Transitional Medicaid Plus Program	13
Discretionary Fund	14
Success Indicators	15
Family Independence Specialist Survey Results- Data Report and Analysis	17
Project Zero Recipient Survey Results	22
Project Zero Service Delivery Analysis	24
Project Zero Summary	26
Appendix – A: Project Zero Site Specific Services and Information	27
Appendix – B: Survey Questionnaires	33
<i>Family Independence Specialist Survey</i>	
<i>Client Phone Center Survey</i>	
Appendix – C: Survey Results By Site	36

## Tables and Figures

Figure 1:	Percent of the Target Group With Earnings	15
Figure 2:	Percent Decline in the Caseload: Project Zero, Wayne County and the State	16
Figure 3:	Percent of Cases Receiving Food Stamps in Cash	16
Figure 4:	Percent of Recipients who Secured Employment But As of June 1997 Were No Longer Employed	17
Figure 5:	Percent of Unemployed Recipients in June 1997 In Sanction Status During the Pilot Year	21
Table 1:	Project Zero Partnerships	10
Table 2:	TMA-Plus Eligibility Requirements	13
Table 3:	Active TMA Plus Cases (February '97- August 1997)	14
Table 4:	Remaining Barriers Preventing Employment	18
Table 5:	Barriers v. Frequently Used Services	19
Table 6:	Service Enhancement to Attain Zero Households Without Employment	20
Table 7:	Recipient Explanation for Unemployment	22
Table 8:	Additional Services To Assist In Gaining Employment	23

## **EXECUTIVE SUMMARY**

Project Zero is part of the Family Independence Agency's (FIA) continuing welfare initiative to move Family Independence Program (FIP) recipients into employment and, subsequently, independence from government assistance. The Project Zero pilot consisted of state and locally developed community strategies, various partners and resources, and a new philosophy towards welfare to assist in meeting the goal of zero recipients without employment.

The Project Zero Data Management Report seeks to investigate the impact of the project design, including services rendered, FIA policy changes, and the effectiveness of the various partnerships at both the state and local level. The information included in this report also centers on the unemployed recipients, who have participated in Project Zero for the full year, to determine why consistent employment was not attained and what additional services would have made a difference. Various tactics were used to achieve this goal, and the information gathered in this report is intended to assist other communities in planning effective strategies for a welfare-to-work initiative.

The Project Zero model has clearly demonstrated its success in moving recipients into employment, as seen by the higher number of individuals with earnings. Throughout the yearlong intervention, Project Zero sites have consistently been ahead of all other counties and districts when examining the percent of the caseload with earnings. However, this measure alone is not the only indication that Project Zero has been successful.

Locally driven and developed strategies encouraged a community response in moving welfare recipients toward employment. State agencies, local non-profit organizations, businesses, and other service providers have worked together to develop a strong model for meeting the needs of the economically disadvantaged. The problem of extended welfare utilization no longer belongs exclusively to government agencies. In these six pilot sites, Alpena, Menominee, Midland, Ottawa, Romulus (Wayne County) and Tireman (Wayne County), the community and other support networks have taken ownership to provide solutions. These partnerships have provided access to resources which focus primarily on work related activities.

However, mid-way through the pilot year, many of the sites were faced with a group of welfare recipients who experienced multiple barriers. This group of welfare recipients, as a result of the multiple barriers, experienced long-term assistance and limited employment histories. Additional services were developed, such as substance abuse counseling, sheltered workshops and mentoring, to assist in meeting the goal of employment. In addition other support services, not directly related to employment, were developed, but contributed in a less direct manner to the recipient's ability to gain employment.

The information provided in the report demonstrates that the reasons for underemployment are extremely diverse. Therefore, the Family Independence Specialist (FIS) model was imperative in determining and assessing barriers to employment on a case by case basis. The impending case monitoring also assisted in ensuring recipients were following through with referrals, providing external motivation when needed, and, generally, developing a relationship that was supportive to the goal of employment.

The final component, which assisted in making Project Zero a success, was the consistent focus on employment outcomes. The FIS staff ensured the recipient remained

focused on employment. This goal became the priority inherent in all interactions with the welfare office. The message was very clear: if cash assistance was granted the recipient would be expected to work. This made a philosophical change possible, from welfare being a system sustaining individuals with financial resources, to a system that was temporary while employment and self-sufficiency were sought.

According to the Department of Labor, successful welfare-to-work programs contain components very similar to Project Zero, including a focus on self-sufficiency, a host of work-focused activities, monitoring progress, clear consequences, support in the barrier removal process, targeted benefits like Transitional Medicaid Assistance (TMA) -Plus and combining multiple services.<sup>1</sup>

Project Zero demonstrated successful techniques that focused on how to assist welfare recipients into employment. As this model is expanded to additional sites in Michigan, enhanced information will be gathered regarding how to help those who have multiple barriers and how to provide services that look to support the process of maintaining a job.

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<sup>1</sup> Alexis M. Herman, US Department of Labor, Implementation of Welfare-to-Work Grants.  
[ <http://whtpat7.htm@wtw.doleta.gov>]

## **RECOMMENDATIONS AND FUTURE DIRECTIONS**

As demonstrated throughout this report, Project Zero has helped to move recipients into employment and independence. The following recommendations resulted from the information presented in this report:

- **Increase access to services currently operating in Project Zero.**  
For example, increase access and utilization of transportation by ensuring that it is providing the necessary components like drop-stops for day care, easy access to pick-up sites, and timely service delivery.
- **Continue to develop community resources to meet the needs and barriers of welfare recipients.**  
Continue to develop additional services related to the identified needs in each community. Services that could be specifically targeted for increasing motivation or providing the supports necessary for maintaining employment would be beneficial in the six current sites.
- **Designate in each county/district office a group of FIS who would specialize in working with those recipients who experience multiple barriers.**  
A specialized caseload could offer more intensive services, including enhanced case monitoring, improved assessment of barriers and consistent follow through.
- **Continue to develop and train FIS related to skills in assessment and Strength-Based Solution Focused (SBSF) Interventions.**  
The FIS model of service delivery was important to the overall success of Project Zero. Investing in these types of skills will better allow the workers to link the recipient with support services and resources. It would also be helpful to continue training staff to incorporate the SBSF intervention in each client interaction.
- **Maintain the 60-day, four-month sanction policy.**  
The sanction policy was a key component in working with families who were not cooperating with employment related eligibility requirements.

## **ACKNOWLEDGEMENTS**

The following individuals contributed to the completion of this report and provided a great amount of time and effort that has not gone unappreciated. Thank you.

Donna O'Grady, Outstate Operations  
Terry McHoskey, Director, Outstate Operations- Retired  
Charles Overbey, BAFM  
Jim Nye, Director, Outstate Operations  
Bob Scriver, Technical Services  
Project Zero Site Staff  
Project Zero Coordinators and Managers  
Judy Schaus, BAFM  
Steve Smucker, BAFM  
Rosemary Lee, BAFM  
Karen Smith, Director, Office of Communications  
Margarete Gravina, Office of Communications  
The FIA Phone Center

## **ABBREVIATION LIST**

ES	Eligibility Specialist
FIA	Family Independence Agency
FIC	Family Independence Contract
FIP	Family Independence Program
FIM	Family Independence Manager
FIS	Family Independence Specialist
MESA	Michigan Employment Security Administration
MJC	Michigan Jobs Commission
MOST	Michigan Opportunity and Skills and Training Program
MSHDA	Michigan State Housing Development Authority
MWA	Michigan Works Agency
TMA	Transitional Medicaid Assistance
SBSF	Strength-Based Solution Focused

## **BACKGROUND INFORMATION**

Project Zero is part of the Family Independence Agency's continuing welfare initiative, To Strengthen Michigan Families, which assists public assistance recipients making the transition to self-sufficiency. Project Zero began in 1996 as a pilot project in six areas of the State. It was designed to identify certain personal characteristics, demographic information, recipient strengths, and real and perceived barriers to employment of Family Independence Program (FIP) recipients. The project sites are Alpena, Menominee, Midland, and Ottawa County FIAs, and the Romulus and Tireman district offices of Wayne County FIA.

Project Zero had two objectives: to identify barriers to employment unique to recipients without earned income and to utilize that data to assist state agencies and community organizations in developing and implementing services in the six project sites. The primary goal of Project Zero is to reduce to zero the number of FIP households without earned income. After implementation in July 1996, Project Zero's scope widened to incorporate a demonstration of new FIA policies, as well as a systems change project illustrating the possibilities of welfare reform. These changes reflected a case management model for service delivery. The following program components were applied in Project Zero and will be described in detail throughout this report:

- Strong community and state level partnerships were developed to increase the number of resources available to families making the transition from welfare-to-work.
- The Family Independence Specialist (FIS) and Eligibility Specialist (ES) were piloted and introduced as models for service delivery, including home visits for each program participant.
- Child care and transportation services were enhanced or developed in each Project Zero site.
- A state insurance program was developed for program participants to purchase low cost medical insurance when eligibility for Medicaid services ceased due to earned income.
- Internal FIA policies were modified to ease the transition from welfare-to-work for program participants.
- A computer database was developed to assist in managing case level information and to collect project management data.



## ORIGINAL BARRIER SURVEY

The first phase of Project Zero was to conduct a survey of current FIP recipients in each Project Zero site to determine the clients assessment of barriers to employment. Three surveys were administered one for those clients who were currently employed less than 20 hours each week, one for those who were employed more than 20 hours each week, and one for those who were not employed. Each county conducted the surveys and then completed a separate assessment based on the workers knowledge and interaction with clients. Summaries of the major findings, according to the worker assessment survey are presented below.<sup>2</sup>

### Percent of Recipients Who Indicated Child Care was a Barrier to Employment

Alpena	27%
Menominee	48%
Midland	62%
Ottawa	64%
Romulus	61%
Tireman	48%
<b>Total Survey Population</b>	<b>51%</b>

### Percent of Recipients Who Indicated Transportation was a Barrier to Employment

Alpena	25%
Menominee	33%
Midland	36%
Ottawa	24%
Romulus	31%
Tireman	35%
<b>Total Survey Population</b>	<b>35%</b>

### Percent of Recipients Who Feared Losing Medicaid Services Due to Employment

Alpena	38%
Menominee	29%
Midland	34%
Ottawa	30%
Romulus	39%
Tireman	31%
<b>Total Survey Population</b>	<b>34%</b>

Separate assessments were completed to determine what program participants, working less than 20 hours each week, must do to obtain at least 20 hours of employment. The top five responses are listed below. In addition, according to the FIS staff 68% of the total survey population had moderate to low motivation to secure employment.

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<sup>2</sup> Duncan, Nancy. Project Zero Site Distressed Census Tracks/Demographics. March 1996.

**Percent of Survey Population Needing  
Additional Education**

Alpena	57%
Menominee	54%
Midland	41%
Ottawa	32%
Romulus	41%
Tireman	56%
<b>Total Survey Population</b>	<b>43%</b>

**Percent of Survey Population  
In Need of Day Care Services**

Alpena	21%
Menominee	32%
Midland	40%
Ottawa	29%
Romulus	52%
Tireman	34%
<b>Total Survey Population</b>	<b>38%</b>

**Percent of Survey Population  
In Need of Transportation Services**

Alpena	23%
Menominee	35%
Midland	38%
Ottawa	29%
Romulus	22%
Tireman	54%
<b>Total Survey Population</b>	<b>30%</b>

**Percent of Survey Population  
In Need of Mental Health Services**

Alpena	21%
Menominee	27%
Midland	28%
Ottawa	13%
Romulus	8%
Tireman	23%
<b>Total Survey Population</b>	<b>19%</b>

**Percent of Survey Population Who  
Need to Overcome Physical Limitations**

Alpena	10%
Menominee	20%
Midland	31%
Ottawa	17%
Romulus	13%
Tireman	7%
<b>Total Survey Population</b>	<b>14%</b>

This survey information was used to develop each community pilot and design a service delivery model that specifically addressed the identified barriers to employment.

## COMMUNITY AND STATE PARTNERSHIPS

When Project Zero was in the development stages it was recognized that if moving all Family Independence Program (FIP) recipients into employment was to become a reality, partnerships were essential. Developing a comprehensive, community approach to providing services was the first step in reaching the goal of zero cases without earnings. Community meetings were arranged and other service providers were invited to discuss strategies for the pilot, and to determine the availability of existing services and those services that would have to be created. As a result of this community approach, partnerships were established with state and local agency service providers and an expansive menu of services were available to support the transition into the workforce. The following list identifies all of the parties who were involved in the Project Zero pilots.

**Table 1: Project Zero Partnerships**

<b>State Level Partners</b>	
Michigan Jobs Commission	Michigan Department of Transportation
Michigan Employment Security Agency	Michigan Department of Community Health
Michigan Jobs Commission- Rehabilitation	Michigan State Housing Development Authority (MSHDA)
<b>Alpena County</b>	
Alpena County Multi-Purpose Collaborative Body	Thunder Bay Transportation Corporation
Local Michigan Works Agency	4 C's Child Care Coordinating Council
NEMROC	NEMSCA
Shelter Inc.	St. Vincent DePaul
The Salvation Army	Alpena County Health Department
Northeast Community Mental Health Services	
<b>Menominee County</b>	
Local Michigan Works Agency	Bayside Services Network
Goodwill Industries	Hannahville Indian Community
Menominee County Human Services Collaborative Body	M&M Adult Learning
Menominee Drug and Alcohol Referral Services	Local Friend of the Court
Goodwill Consortium	Eagle Cab Company
<b>Midland County</b>	
Education and Training Connection	Mid-Michigan Community Action Agency
Camp Fire Boys and Girls	Local Utility Providers
Local Friend of the Court	Local Michigan Works
Midland-Gladwin Community Mental Health	Midland County Health Department

Affordable Housing Alliance of Midland County	Arnold Center
United Way of Midland County	
<b>Ottawa County</b>	
Life Services System	Children's Resource Network
Good Samaritan Ministries	Love, INC
Local Michigan Works Agency	The Salvation Army
Head Start	Community Action Agency
Ottawa County Parenting Plus	Meijer, Inc.
Kandu Industries	
<b>Romulus District Office, Wayne County</b>	
Southeast Michigan Community Alliance	Employment Training Designs, Inc.
Dearborn Based ACCESS	Recon Management System
Downriver Community Conference	Child Care Coordinating Council (4C's)
Downriver Guidance Clinic	The Salvation Army
Social Security Administration	Legal Aid
AAA Emergency Center	Local Police Departments
Local Counseling Centers	
<b>Tireman District Office, Wayne County</b>	
Child Care Coordinating Council (4C's)	The Salvation Army
Ross Innovative Educational Services	Local Friend of the Court
Michigan Works	Unity Baptist Church
Sherrill Elementary School	Webber Middle School
Skillman Foundation	Focus H.O.P.E.
SMART	Diversified Education Services
Wayne State University	Detroit Department of Transportation
	AAA of Michigan

## PROJECT ZERO

### PILOT SERVICES

During the planning stages of Project Zero, each site developed a community plan that outlined the types of services and partnerships, at the local level, which were going to collaborate with FIA. The barrier survey results were used to enhance the availability of services currently offered in the community, as well as to develop new services and resources geared toward employment outcomes. At the state level, several approaches, both internal and external to FIA, were developed to magnify the potential employment results. The following services outlined in this section pertain to all six Project Zero sites. Individual services, which were locally driven and provided, are included in the Site-Specific Services section in the Appendices.

#### *Family Independence Specialist and Eligibility Specialist*

A new financial and social services delivery system was piloted in Project Zero to redefine the philosophy and provision of client services. Three classifications of workers were combined into one. The Child Day Care worker, Michigan Opportunity and Skills

Training Program (MOST) worker and Assistance Payment worker were combined into a Family Independence Specialist(FIS). This new casework model used a strength-based solution focused approach that concentrated on highlighting the recipient's strengths and building upon them to move the recipient toward financial independence. Under this new approach to working with families, FIS workers have the responsibility for FIP and Day Care cases from opening to closing, as well as providing case management, broker services, case monitoring and resource linkages. A second worker classification, the Eligibility Specialist (ES), was added to handle adult and Medicaid only cases. Each Project Zero site was provided a substantial amount of flexibility in making the transition to the new casework model. The sites tested a variety of implementation plans and were key in helping the remainder of the state move to the FIS environment in April, 1997.

#### *Michigan Works Agency (MWA) - Work First*

The MWA and Work First programs were key partners in moving Project Zero participants into employment. The focus of the Michigan Works agencies in each Project Zero site was on the concrete tasks necessary to secure employment. Services provided included co-facilitating joint orientation, job readiness, job preparation, job search, job placement and supportive services. Various service providers throughout the state manage each work first program. Although the basic services are similar, several enhancements were county specific, including enhanced staffing and conducting personality profiles for career placements. The greatest change as a result of Project Zero is the refined relationship developed between the Work First programs and FIA, which allows for improved client services and collaboration with the caseworkers of each agency.

#### *Project Zero Policy Changes*

A variety of policy changes were implemented in the pilot sites to ease the transitions associated with Project Zero, as well as to assist staff to more effectively meet the goals of the project. The objective was to simplify policies and procedures to assist the FIS, ES and Family Independence Managers (FIM) to manage the new responsibilities. In addition, these changes allowed for testing policies and procedures that the federal waiver process or block grants allowed statewide in preparation for welfare reform.

*Home Call:* Home call services were developed in conjunction with the transition to FIS. Each recipient would receive a home call where the Strength-Based Solution Focused (SBSF) approach would be utilized. Typically, home call activities included developing the Family Independence Contract (FIC), reviewing progress relative to supportive and employment services or conducting conciliation. The home visit was a way to support the recipient throughout the various stages toward independence, as well as to allow for on-going barrier identification. It was also an opportunity for workers to develop an understanding of the families' needs which may be outside the realm of employment. The home call provided an opportunity to develop a positive worker-recipient relationship structured around employment outcomes.

*Sanction Policy:* A 60-day, four month sanction policy was piloted in the Project Zero sites to determine if a stronger penalty for non-compliance would increase employment. If a recipient fails to comply during the first 60 days after opening, the case is automatically closed. If the recipient fails to comply after the first 60 days, a 25% penalty is applied. After four months of non-compliance while in the 25% penalty phase, the case is closed. Prior to

Project Zero, the 25% penalty was applied for 12 months before case closure was enacted. This new sanction policy decreased the time for FIP recipients to comply with the work requirements. For those who had multiple barriers preventing employment, the FIS worked at addressing each barrier by utilizing community resources and by expecting the recipient to engage in employment related activities.

#### *Medicaid TMA-Plus Program*

The Transitional Medicaid Assistance (TMA)- Plus program was created specifically for Project Zero participants to address the issue of quality health care benefits after leaving cash assistance. The Department of Community Health, Medical Services Administration, created a benefits program for Project Zero adult participants to purchase low-cost health insurance if their Medicaid case was closed due to earnings. This program was a continuation of the current TMA program, which is offered to all FIP participants for one year after the case closes due to earnings. To qualify for this service, a program participant must meet the following requirements.

**Table 2 – TMA Eligibility Requirements**

<b>Income Limits</b>		<b>Monthly Cost to Participant</b>	
<i>Number In Family Or Case</i>	<i>Monthly Income Limits</i>	<i>Number In Family Or Case</i>	<i>Monthly Cost Or Premium</i>
1	\$1,217	One Adult	\$50.00
2	1,636	Two Adults	100.00
3	2,056		
4	2,475		
5	2,894		

This program is available to recipients who have received FIP for a minimum of four months after the case closes due to earnings. After their cash assistance case closes, the family becomes eligible for Transitional Medicaid, which provides extend health care coverage for one year at no cost. After receiving TMA for one full year, the client has the option to buy-in to the program for a small fee. This program provided a resource for recipients who found employment in jobs that did not offer employer paid health insurance. Children continue to be eligible for regular Medicaid programs targeting low-income families.

The service was utilized within each Project Zero site beginning in February, 1997. After four months of program operation, 51% of the approved applications were active and buying low cost health benefits. Reasons why former recipients did not receive TMA-Plus benefits include the following:

- Failure to pay the premium;
- Requested a lower premium;
- Sent premium late;
- Incomplete information received and no response to a request for additional information;
- Insurance was available through the employer for less than TMA Plus premiums;

- No longer employed; or
- Decided not to participate in the program.

**Table 3:**  
**Active TMA –Plus Cases**  
**(February 1997 – August 1997)**

<u>Project Zero Site</u>	<u>No. of Cases</u>
Alpena	16
Menominee	1
Midland	18
Ottawa	12
Romulus	19
Tireman	15
<b>All Sites</b>	<b>81</b>

Limited access to affordable health insurance is a perceived barrier to employment and is frequently cited as a reason for remaining on cash assistance. After six months of program operation, utilization of TMA Plus was minimal, as demonstrated above. Possible causes for the lack of participation in this program include: (1) healthy parents are often willing to go without benefits, or (2) individuals with health problems, who would most likely need insurance, would be exempt from work activities and would qualify for alternative Medicaid programs. It is also feasible that the jobs of former FIP recipients do not generate enough income to afford health coverage.

#### *Discretionary Fund*

A flexible funding account was established for Project Zero sites to address the financial barriers inherent in under-employment. This discretionary fund was used to expand the limits of current benefits, as well as to provide employment-enhanced services not currently available in non-Project Zero sites. This fund was utilized as a last resort when other program resources did not apply. The following items reflect the types of purchases made with these funds:

- Vehicle repairs which exceeded the \$500 cap;
- Past due rent to prevent eviction;
- Clothing or winter coats for work related activities; or
- Deposits for training or employment courses or certifications.

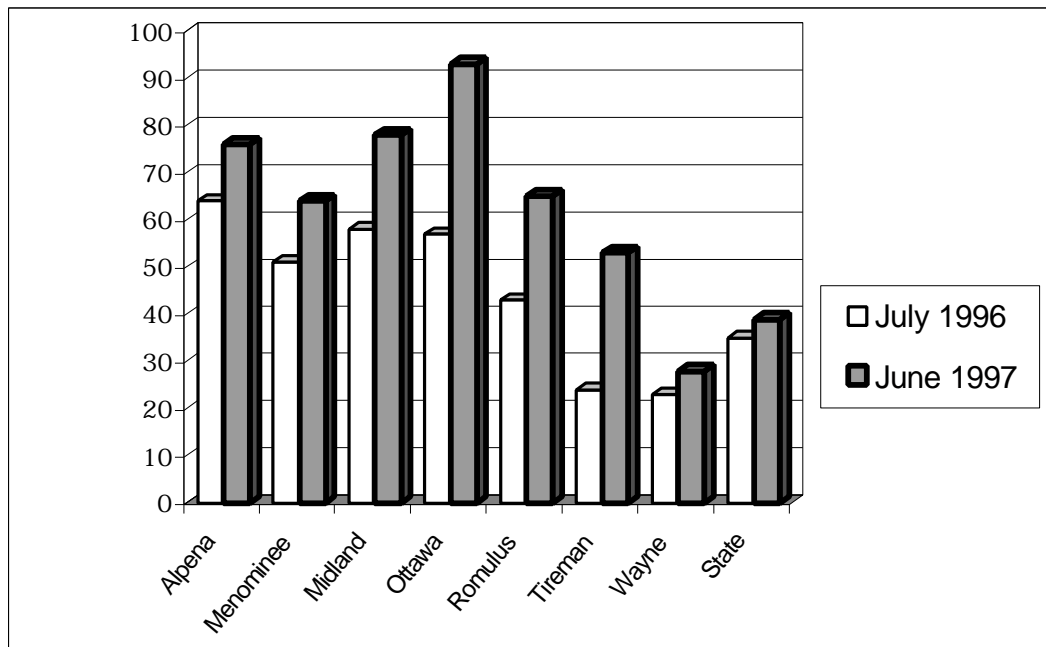
The average amount spent for each family who accessed this fund was \$237. All six sites agreed that this funding option is crucial, when no other available resources are accessible, to remove barriers preventing employment. The goal is to provide financial support in the beginning to avoid problems having a greater impact on employment goals. For example, a family with no phone service will have difficulty obtaining employment. Providing the financial resources to have a phone can speed up the employment process and lead to greater chances of self-sufficiency. The discretionary fund was used to prevent minor barriers from becoming serious obstacles.

## SUCCESS

### INDICATORS

Throughout the pilot year, progress was measured by determining the number of target group participants with and without earnings. This outcome measure directly correlates to the primary goal of Project Zero, which is to have zero cases without earnings. The target group consisted of those recipients who were required to participate in work related activities. The following figure represents the progress made in each site during the initial pilot year based on the percentage of the caseload with earnings.

**Figure 1: Percent of the Target Group With Earnings**

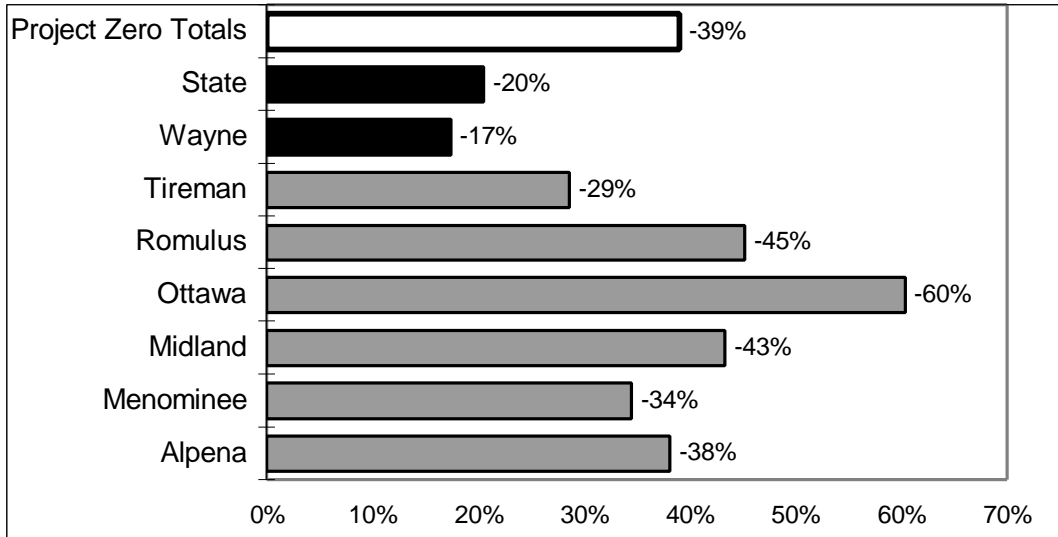


As demonstrated above, all six Project Zero sites are well above the state average for the percentage of the caseload with earnings. Additionally, a 22% gain was seen in the Project Zero sites as opposed to a 4% gain in the number of cases with earnings for the entire State. During the pilot year, Project Zero sites consistently reported more recipients with earnings, indicating that the sites experienced positive outcomes relative to employment.

Throughout the project year, as welfare recipients engaged in employment and other related activities, a significant decrease in the caseload was experienced. This is the result of more recipients becoming employed and financially independent. The following chart compares the percentage of caseload decline between Project Zero sites, Wayne County, and the remainder of the state.



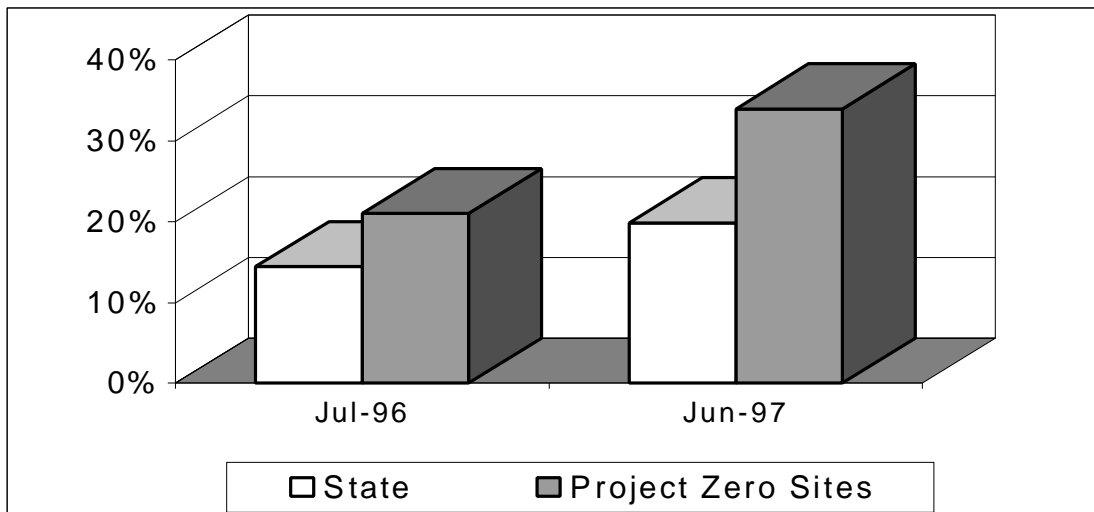
**Figure 2: Percent Decline in the Caseload: Project Zero, Wayne County and the State**



The three Wayne percentages demonstrate that even in more urban settings positive employment goals are attainable with a 12% decline in the case load. It is also clear that Project Zero sites experienced a greater decline in the caseload, 19% greater, than the remainder of the state.

The number of households on Food Stamps cash out is an additional measure of success. Recipients can qualify to receive food stamps in cash as opposed to coupons if they report earnings of \$350 for three consecutive months. As Project Zero recipients secured employment, more individuals qualified to have their foodstamps transferred from coupons into cash. Therefore, monitoring the number of households receiving their food stamps in cash is an indicator of employment gains. The following graph illustrates the percentage of foodstamp cashout cases as a total of all FIP cases for Project Zero and Non-Project Zero cases.

**Figure 3: Percent of Cases Receiving Food Stamps in Cash**



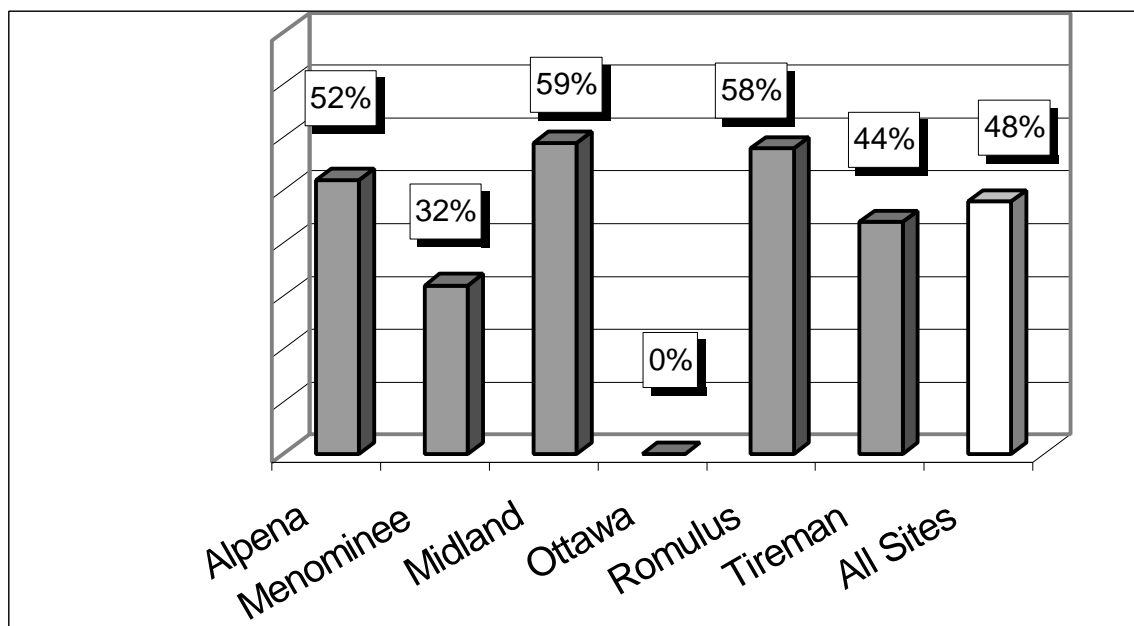
In July of 1996, Project Zero sites reported 21% of their FIP caseload receiving cash-out, while the state reported 14%. One year later, Project Zero sites had increased the number of cases receiving cash-out by 13%, while the state experienced an increase of only 6%. This demonstrates that Project Zero sites experienced a greater number of clients with consistent earnings totaling \$350 or more each month.

## FIS Survey Results

### Data Report and Analysis

The next step in reviewing the impact of Project Zero was to determine why those recipients who had access to the pilot services did not obtain employment. A survey was administered to determine additional barriers and examine why, after a full year in Project Zero, employment was still not attained. The FIS were asked a variety of questions for all of those recipients who had been in the program for the full year and were still reporting no earnings in June of 1997. A total of 724 surveys were collated and the results are presented in the ensuing paragraphs. Although all of the survey subjects were unemployed as of June 30, 1997, many of them had experienced periods of employment during the intervention. Clearly, while finding employment is imperative, maintaining stable employment is also a substantial barrier that must be addressed. The following figure illustrates the percentage of cases that experienced employment throughout the Project Year, yet did not have employment in June 1997, one year after the pilot started.

**Figure 4: Percentage of Recipients who Secured Employment  
But As of June, 1997 Were No Longer Employed**



This chart illustrates the dynamic nature of the cash assistance caseload. Many recipients demonstrate a pattern of moving in and out of the job market. For example, in Romulus, 58% of those recipients who reported no employment in June 1997 secured a job at

some point during the 12 month pilot. To achieve the goal of self-sufficiency, services should focus on obtaining and maintaining employment.

The FIS staff were surveyed to gain an understanding, based on their observations, why the recipients remained unemployed after one year of program participation.

**Table 4: Remaining Barriers Preventing Employment**

Project Zero County	Remaining Barriers Preventing Employment
Alpena	The client is not interested in working
Menominee	Continued problems with transportation
Midland	The client is not interested in working
Ottawa	A lack of education and/or adequate training
Romulus	The client is not interested in working
Tireman	A lack of education and/or adequate training

These explanations, as perceived by the FIS consist of a variety of explanations. While impossible to speculate the specifics of each response, common anecdotal information is available. A worker may perceive a client as “not interested in working” for a number of reasons. For example, the lack of interest can be a guise for a variety of competency issues such as low literacy levels, substance abuse problems, domestic violence, debilitating self-esteem or confidence or limited work skills. A lack of interest in working can also be a result of a clients enrollment in an educational program, a cultural disagreement with women in the workforce, a single mother choosing to stay at home with non-school aged children, or other non-reported income or financial support.

The remaining two barriers most frequently cited by the FIS staff were “continued problems with transportation” and “a lack of education and/or adequate training.” Although transportation services were addressed in each site, not all individual transportation circumstances can be resolved. For example, transportation services may not drop-off near every employer in the county or they may not be user friendly for a parent who has to make a stop for daycare. In addition, the barrier created by a lack of training and/or education may remain if the work first or on-the-job support services are not comprehensive or their educational needs are greater than what can be solved during the time frame of the work requirements.

Additional frequently cited barriers to employment, according to the FIS, include continued difficulties with child care and personal medical conditions. The medical conditions are not severe enough to qualify as a disability or receive a deferral from employment activities, but prevent stable, consistent employment, particularly in the mind of the recipient.

These results illustrate that a single, inclusive reason for a recipient not gaining employment does not exist. According to the FIS, barriers for employment vary and are dependent upon individual family situations. Although this makes program and service development difficult, it supports the need for the FIS to have direct and regular contact with the family to assess the individual needs and barriers and to connect them with existing resources within the community. The FIS environment was established to discover these individual problems and work with the client to determine a solution.

## Service

### Delivery

Each site designed their pilot to meet the varied needs of the community. A wide array of services were available to program participants to support their transition into employment. The barrier survey was administered prior to the start of Project Zero to guide the delivery of services based on actual need. The following table compares the most consistently cited barrier to employment, prior to Project Zero, with the most commonly used service by pilot site.

**Table 5: Barriers v. Frequently Used Service**

<b>Project Zero Site</b>	<b>Most Consistent Barrier Cited by Recipients Before Project Zero</b>	<b>Most Frequently Used Service</b>
<b>Alpena</b>	Fear of Losing MA	1. Child Care 2. Transportation 3. Substance Abuse services
<b>Menominee</b>	Child Care Problem	1. Counseling 2. Transportation
<b>Midland</b>	Transportation Problem	1. Child Care 2. Transportation
<b>Ottawa</b>	Transportation Problem	1. Child Care 2. Transportation 3. Budgeting Assistance
<b>Romulus</b>	Child Care Problem	1. Counseling 2. Child Care
<b>Tireman</b>	Child Care Problem	1. Child Care 2. Counseling

Table 5 demonstrates that the most commonly identified barriers to employment, prior to the start of Project Zero, were also the most frequently used service in all six sites, except Alpena and Menominee.

Throughout the course of Project Zero, it was realized that, while there were many clients who would need minimal assistance to achieve independence, there were also those who would need more intensive services. Midway through the first year, the sites were faced with those recipients who were in need of more intensive services and demonstrated a greater number of barriers. In seeking to increase their options for services, the sites worked with counseling agencies, housing programs, and other targeted community resources and challenged the FIS to make clear assessments as to what was preventing these individuals from finding a job.

It is important to note that, while many services may be provided, success is also dependent upon the individual and his/her commitment to achieving the goal of independence. Indeed, according to the FIS, motivation was often the most difficult barrier to overcome. Motivation is difficult to assess as a general barrier to employment because it differs based on the individual, thus lending additional support for the FIS model.

The next step was to determine alternative services to help unemployed clients obtain employment. The responses from the FIS were extremely varied and often duplicated the

services currently available in each site. The following table illustrates a summary of the services, according to the FIS, that would be helpful in attaining the goal of zero recipients without earnings.<sup>3</sup>

**Table 6: Service Enhancement to Attain Zero Households without Employment**

Enhance transportation, child care, FIS and Work First Services	21%
Services focused on maintaining employment.	16%
Client is not utilizing what is currently being offered and those services would assist the client in finding employment.	16%
Client shows no interest in gaining employment. <sup>4</sup>	11%
Counseling and family support services.	10%
The client's medical treatment and disability determination are pending; no services needed at this time.	8%
Education and literacy programs. Including English as a second language.	6%
Client is currently in the process of finding employment and is meeting all necessary requirements.	5%
Vocational rehabilitation or enhanced job training.	3%
The client is suffering from a mental illness; until this is addressed employment will be difficult.	2%
A more restrictive or responsive sanction policy.	2%
Domestic Violence Services	1%

The most common response to the survey (21%) was to increase the intensity of, or access to, the services currently being offered, such as Work First, transportation, child care or FIS services. In particular, the services provided by the FIS, such as home calls, FIC development, case management and SBSF interventions, were noted by the FIS staff as possibly increasing the positive outcomes. This again reiterates the benefit of assessing the individual barriers to employment. To allow the FIS staff to more frequently and consistently provide these types of services, the following options should be considered:

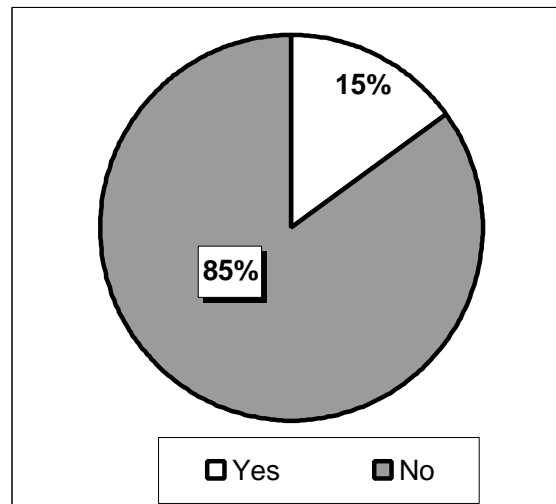
- Assign cases to a specialized group of workers who could offer enhanced FIS services;
- Ensure that clients who have been sanctioned receive priority attention from the FIS.

An additional policy, which was piloted in Project Zero, provided external motivation for those program participants who had difficulties complying with the new requirements of the cash assistance program. Indeed, the new sanction policy assisted in helping the FIS motivate clients into compliance with Work First, FIC contract development and joint orientation. However, participation in other services, such as transportation, child care and mentoring services, remained voluntary. The change in the sanction policy provided a quick, responsive consequence for those recipients who did not comply with the work requirements. The following figure represents those recipients who did not have a job in June 1997 and were sanctioned at some point during the pilot year.

<sup>3</sup> For individual site information please see the appendix.

<sup>4</sup> For example, the client may be interested in staying home and raising children and is willing to deal with the sanction and subsequent closure, or the client may be in school and does not want to combine work and school.

**Figure 5: Percent of Unemployed Recipients in June 1997  
In Sanction Status during the Pilot Year**



As demonstrated above, only a small percentage of recipients (15%) incurred a sanction, which implies that although they may not have been employed consistently throughout the year, they complied to the extent that they avoided a sanction. For example, the recipient may have attained and then lost a job, or they may have had good cause not to comply, such as child care or transportation problems. The new sanction policy was implemented to motivate those recipients who refused to cooperate or did not have good cause, as defined by FIA, to secure employment.

A second group of recipients experienced a greater impact as a result of the new sanction policy because they were unable to find employment during the pilot year. Fifty-five percent of these recipients were sanctioned. This indicates that, of the total population who had no employment during the pilot year, 45% had cooperated with program elements or had good cause for not finding a job. This outcome indicates that, although the pilot model is helpful in moving the majority of the cash assistance caseload into employment, there remains a group of recipients who are cooperating but remain unable to meet the identified goals of the program. Further information and assessment regarding this group is needed.

## PROJECT ZERO RECIPIENT SURVEY RESULTS

A second survey was developed to gain information regarding unemployment status, after one full year of the Project Zero intervention, from the program participant's perspective. The survey sought to gather information about what services were utilized and what other services might have been helpful. A questionnaire, similar to the FIS survey, was distributed through the phone center. The survey population included participants in Project Zero from July 1996-June 1997 who reported no employment in June 1997. It was a voluntary call-in survey where 481 recipients were prompted by mail to respond, and 203 clients actually participated in the survey. All unemployed clients were contacted in Alpena, Menominee, Midland and Ottawa, while a random selection was taken from Romulus and Tireman. The following information summarizes the responses from the Project Zero participants who completed the survey.

Of those participants who were unemployed after one full year of participation in Project Zero,

- 93% were still receiving cash assistance;
- 35% were currently working;
- 41% reported no employment throughout the project year;
- Of the 59% who reported employment at sometime during the project year:
  - 17% had one job during the project year.
  - 57% had two jobs during the project year.
  - 8% had three jobs during the project year.
  - 1% had four jobs during the project year.
  - .5% had five jobs during the project year.

These percentages reinforce the need to focus services on maintaining employment.

Survey participants were asked to comment on why they were not employed. However, a large number of recipients did not provide a reason as to why they were not able to secure employment while participating in Project Zero. The following table presents responses of those recipients who stated reasons as to why consistent employment was unattainable.

**Table 7: Recipient Explanation for Unemployment**

No response or reason	69%
Pregnancy	6%
Dissatisfaction with the types of jobs available	5%
Not interested in obtaining employment	5%
Engaged in completing education	4%
Reported being engaged in the process of finding employment	3%
Personal medical condition	3%
Laid-off from past employment setting	2%
In need of additional education or training	2%
Child has a medical condition	2%
Dealing with emotional situation preventing employment	1%
Lack of special clothing needed for employment	.5%
Lack of transportation	.5%

\* Totals may be off due to rounding

The respondents were then asked if they could think of anything else which may have assisted in achieving the goal of employment. This question did not provide any choices, but, rather, the survey participant's response was documented in a narrative field and recoded into the following categories:

**Table 8: Additional Services To Assist in Gaining Employment**

No response relative to additional services needed	37%
Nothing would have made a difference in obtaining employment	14%
Increased understanding of medical disability	10%
Transportation services	9%
Child Care Services	6%
Do not reduce grant so quickly after a job is secured	6%
Education and/or training	6%
Job placement services	6%
Family Support Services/Counseling	3%
Child Support Services	2%
Mentoring Services	1%

Again, these results illustrate that the solution to increased employment outcomes varies by case and must be looked at from an individualistic perspective. It also reinforces that the barriers addressed throughout Project Zero were primarily on target. However, access to services, dealing with the clients experiencing multiple barriers, and developing ways to increase motivation are areas requiring further development.



## **PROJECT ZERO**

### **SERVICE DELIVERY ANALYSIS**

As the initial survey demonstrated, the most consistent barriers to employment are the lack of child care services and the lack of transportation. Each of the Project Zero sites addressed these two barriers with different solutions. While some of the sites utilized existing services, several new contracts or programs were developed to address these barriers. Each site completed an informal review of the services provided in their locally developed pilot. The following analysis includes a summary of that information, as well as the information gathered from the surveys.

Child care services meet a crucial need by allowing families the opportunity to participate in the work force. This barrier was most consistently reduced across all six sites. As the state works to move cash assistance recipients into employment and toward independence, it is critical that recipients have access to safe, affordable day care. Project Zero addressed this need by capitalizing on existing services as well as developing new services. The Midland County contract developed day care services during non-traditional hours, as well as infant care, both of which were severely lacking in the community. The broadened scope of day care services was crucial especially in light of the policy change that decreased the amount of time a mother could stay home and care for a newborn. As a result of Project Zero, these services were developed which, in turn, spurred other day care service providers in the community to provide similar service enhancements.

Alpena County was able to meet child care needs through comprehensive collaboration with the existing service provided by the Child Care Coordinating Council (4C's). Meanwhile, Ottawa County not only connected recipients with day care services in conjunction with 4C's, but also worked to develop day care back up plans for sick children, thus, enabling parents to maintain a good attendance record with their employer. The involvement of 4C's also included an on-site resource for recipients at joint orientation to develop day care plans immediately and ensure work activities were not postponed.

According to the FIS survey, day care as a barrier to employment was eliminated in Alpena and Ottawa Counties. However, in Menominee County, 14% of the FIS cited child care as a continued barrier to employment, while 3% did so in Midland, 7% in Romulus, and 13% in Tireman. Similar percentages were demonstrated through the participant survey. However, based on the original barrier survey, which cited child care as a barrier by 51% of the survey respondents, a significant reduction occurred.

Transportation was a more difficult and expensive obstacle to overcome. The Michigan Jobs Commission, the Michigan Department of Transportation and FIA contributed funds to address transportation needs within each community. Transportation requires varied solutions dependent upon the existing services in each community. The most successful transportation services were in Ottawa and Midland Counties. Transportation needs such as after hour access and continuous rides, including drop off at day care, were addressed. It was also determined that removing the barrier of transportation spurred individual recipients to seek more creative, independent solutions to their transportation problems. In Wayne County, the transportation services were a bit more complicated, and actual service delivery did not meet original expectations or needs. Alpena County discovered that alternative solutions to transportation were more efficient than a countywide system. For example, Alpena expended a substantial amount of discretionary funding to repair or maintain the operation of an individual's vehicle.

Addressing the transportation barrier is essential to moving recipients into employment. After one year of Project Zero, transportation continues to be an obstacle to employment, particularly in Tireman, Menominee and Romulus. For example, the FIS survey indicated that transportation as a barrier still exists for 8% of the unemployed clients in Alpena, 41% in Menominee, 13% in Midland, 16% in Romulus, and 18% in Tireman. However, according to the program participant survey, transportation only remained a barrier in Tireman. Creative solutions, strong partnerships, and a common commitment and goal are imperative to the development of a transportation program.

Mentoring services were developed in Ottawa County and in the Wayne County district offices of Romulus and Tireman. Ottawa cited mentoring services as a key resource in assisting clients toward self-sufficiency. It provided a host of services to assist recipients in gaining and maintaining employment. The mentors met the crucial need of reducing individual family barriers and provided a support network for families. In Romulus and Tireman, however, the mentoring services were not as successful. The contract phase was cumbersome and did not meet the needs of the local community. According to the two sites, this service had very little impact on outcomes throughout the first year. It is clear that the concept of mentoring is a well-developed possibility that could provide a variety of services unavailable elsewhere in the community. However, this service must be a locally developed option and tailored to the available resources and needs of the recipients and abilities of the provider. It would seem natural that smaller communities, characterized by tighter networks and relationships, would be in better positions to develop this type of service.

Additional services were developed which were unique to individual sites within Project Zero. These services were not directly related to employment but sought to assist the family in making an overall change in the family system. For example, Ottawa County made referrals to a Parenting Plus program, which focused on improving parenting skills for parents of infants and toddlers. Although this is not directly related to employment, improving a parent's ability to manage family responsibilities may increase the likelihood of a positive contribution in the work environment. Furthermore, counseling services for problems such as domestic violence, substance abuse, and other family difficulties were made by all Project Zero sites to address difficulties that may have a direct impact on employment. This highlights the success of the FIS environment, in which workers become more familiar with the barriers confronting each family and strive to provide more appropriate services.

Ottawa County also developed a very close relationship with Meijer, Inc. to provide employment slots to participants. Meijer representatives actually came into the FIA office to complete employment interviews. Alpena County worked in a similar fashion with MESA. A MESA representative attended joint orientation to match employees with potential employers. Both of these relationships served as a more direct link to the job market for program participants. Meijer was crucial to the success of Ottawa's project because, in August of 1997, they hired the last four recipients who had not secured employment after one full year of Project Zero intervention.

Midland County also worked closely with MSHDA to provide additional rent subsidy slots for participants and enroll in rent pay back programs for recipients who achieve and maintain independence. This program provided an incentive and support services for recipients trying to achieve independence.

Menominee County had a unique success story in that a former FIP recipient was hired as the Project Zero coordinator. This former welfare recipient served as a participant's

the first contact with the program and provided services to remove barriers such as transportation, day care, resume assistance and provided a link to employment makeovers with an area hairdresser.

## **Project Zero**

### **Summary**

The first year of Project Zero was an exploration into the numerous options in designing and operating a welfare-to-work program. The model's strengths included strong partnerships, community ownership, an emphasis on work, supportive services, and strong assessments relative to employment barriers. The pilot's success derives from the variation of services delivered to each recipient.

The focus on the individual recipient ensured that services would be tailored to the family needs, as opposed to a common configuration of services often provided to those seeking cash assistance. The FIS delivered these individualized services and maintained the accountability of program policy and recipient participation.

The pilot provided important information about how to develop a community transportation system, organize a day care network, and identified other family support systems that would lead to the goal of employment. The pilot also provided direction for future program development which assisted recipients maintain consistent employment and addressed the motivation of those recipients who are not working.

Internal to the agency, continued improvement of the FIS model should be the focus. The improvements include the following: devising ways to provide more intensive services to those clients who experience multiple barriers, continuing to develop assessment and case planning skills, and ensuring that case follow-up is a priority.

Project Zero has been expanded to six additional sites and should continue as a community project devising successful strategies to move recipients into employment and subsequent self-sufficiency.

## ***Appendix-A***

### **Project Zero Site Services and Information**

#### **Alpena**

##### *Demographics*

- ❑ Poverty rates for all families (1989): **11%**
- ❑ Poverty rate for female headed households (1989): **44%**
- ❑ Percent of 1995 population receiving public assistance (January, 1996): **11%**
- ❑ Percent of families receiving cash assistance as a proportion of all families: **6%**
- ❑ Number of food stamp households (January, 1996): **1,587**
- ❑ Racial Composition: **99% White, 1% Unknown**
- ❑ Age Composition: **22% 18-21 years, 17% 22-25 years, 16% 26-30 years, 34% 31-40 years, 11% 41-50 years,**

##### *Transportation*

- ❑ The existing city dial-a-ride system provided services for the elderly and developmentally delayed residents. The Thunder Bay Transportation Corporation expanded services to Project Zero participants.
- ❑ The Michigan Works Agency is also providing a van during the day for emergency transports.

##### *Child Care*

- ❑ The local 4C's Council and FIA collaborated to expand existing day care services to ensure that child care is no longer a barrier to employment. 273 day care cases have been open and 260 referrals were provided to 4C's.

##### *Other Employment Services*

- ❑ A sheltered workshop provided employment evaluations to determine job capabilities for those participants who experienced difficulties finding employment independently.
- ❑ The MESA provided a representative at the joint orientation sessions to assist matching program participants with local employers.
- ❑ Michigan Rehabilitative Services (MRS) also provided employment and training services to those who were physically and mentally impaired.

##### *Other Community Services*

- ❑ The Salvation Army and St. Vincent DePaul coordinated services with FIA to provide emergency food, clothing and shelter services to those in need.

*Alpena County developed a very unique pilot by relying heavily on existing community resources without the need to establish new services or contracts.*

## **Menominee County**

### *Demographics*

- ❑ Poverty rate for all families (1989): **11%**
- ❑ Poverty rate for female headed households (1989): **28%**
- ❑ Percent of 1995 population receiving public assistance (January, 1996): **8%**
- ❑ Percent of families receiving cash assistance as a proportion of all families: **3%**
- ❑ Number of food stamp households (January, 1996): **770**
- ❑ Racial Composition: **94%** White, **1%** Black, **5%** Native American
- ❑ Age Composition: **17%** 18-21 years, **17%** 22-25 years, **20%** 26-30 years, **32%** 31-40 years, **13%** 41-50 years, **2%** 51 and over

### *Transportation*

- ❑ Two mini-buses from M-DOT have been used to provide transportation for child care, employment and joint-orientation services.
- ❑ In addition, a community taxi service, Eagle Cab Company, provided a flat-rate ridership to Project Zero recipients. These services are being used during non-traditional hours such as second and third shift employment.

### *Child Care*

- ❑ A local child care center has donated services to care for children of clients who are participating in job related activities such as job search, interview, testing or resume writing.
- ❑ The Project Zero Site Coordinator also assisted program participants in locating and connecting with appropriated child care settings.

### *Other Employment Services*

- ❑ Goodwill Consortium provided a Sheltered Workshop and Supportive Employment program to assist recipients with multiple barriers and those who did not have a recent connection with the job force. Services included client assessment, sheltered workshop, job shadowing and placement.
- ❑ A coordinated effort has begun with the FIA and a local casino developer who is expanding an existing casino. The FIA is in the process of arranging priority hiring options for Project Zero program participants.
- ❑ A former client was hired as the Project Zero Site Coordinator. The site coordinator acts as a greeter, screener, and coordinates services such as transportation, day care, resume assistance and connecting with other community resources before the formal welfare application is submitted.

### *Other Community Resources*

- ❑ A local hairdresser provided makeovers to prepare program participants for interviews and other job related activities.
- ❑ The local health department and the Menominee Drug and Alcohol Referral Services expanded substance abuse services and were available at the joint orientations to connect those in need with services.
- ❑ Arranged a link with the M&M Adult Learning Program to provide math tutoring and skills assessment.
- ❑ The Indian Outreach Worker (IOW) coordinated with the FIS to assist Native American recipients in finding and maintaining employment. The IOW attended the initial home visit and assisted in case management duties with the FIS.

- ❑ A Project Zero task force was established with the Hannahville Indian Community to focus on eliminating unique cultural barriers to obtaining employment for the American Indian population.

*Menominee County cultivated a comprehensive community approach as a result of Project Zero. The concept of “no wrong door” was established when the Michigan Works Agency and the FIA were co-located, increasing the effectiveness of communication and collaboration.*

## **Midland**

### *Demographics*

- ❑ Poverty rate for all families (1989): **9%**
- ❑ Poverty rate for female headed households (1989): **35%**
- ❑ Percent of 1995 population receiving public assistance (January,1996): **7%**
- ❑ Percent of families receiving cash assistance as a proportion of all families: **5%**
- ❑ Number of food stamp households (January,1996): **2,176**
- ❑ Racial Composition: **96%** White, **1%** Black, **1%** Hispanic, **2%** Other/Unknown
- ❑ Age Composition: **.4%** less than 18 years, **14%** 18-21 years, **21%** 22-25, **24%** 26-30 years, **32%** 31-40 years, **9%** 41-50 years, **1%** 51 and over.

### *Transportation*

- ❑ A local dial-a-ride system was in place prior to the onset of Project Zero, but its service area was limited to the Midland City boundaries and services were needed throughout the entire county. The county secured a grant with the Education and Training Connection to provide additional services outside the city. The hours of operation included 7am to midnight, seven days a week. The unexpected benefit of this program was increased transportation services to the entire community of Midland County.
- ❑ The Mid-Michigan Community Action Agency also worked with Project Zero participants to establish long term transportation solutions through car ownership.

### *Child Care*

- ❑ A new program was established with Camp Fire Boys and Girls. Through the grant process, child care services during non-traditional hours were established, including nights and weekends. It also provides for expanded infant care services. This changed the day care market in Midland, as other private agencies followed by expanding hours and infant care services.

### *Other Community Services*

- ❑ Shelter services were provided by MSHDA to access additional rent subsidy slots for Project Zero participants and enroll in rent pay back program for clients who achieve and maintain independence. The program also provided assistance to resolve utility arrearages prior to case closure due to excess income.
- ❑ Midland County worked with MESA to share employment lists with Project Zero participants.

## **Ottawa County**

### *Demographics*

- ❑ Poverty rate for all families (1989): **4%**
- ❑ Poverty rate for female headed households (1989): **20%**
- ❑ Percent of 1995 population receiving public assistance (January, 1996) **3%**
- ❑ Percent of families receiving cash assistance as a proportion of all families: **2%**
- ❑ Number of food stamp households (January, 1996): **2,426**
- ❑ Racial Composition: **68%** White, **5%** Black, **18%** Other (Ottawa has a large Asian population) **2%** Hispanic, **7%** Unknown
- ❑ Age Composition: **.4%** less than 18 years, **19%** 18-21 years, **19%** 22-25 years, **22%** 26-30 years, **25%** 31-40 years, **11%** 41-50 years, **4%** 51 and over.

### *Transportation*

- ❑ The county secured a contract with Life Services to provide non-traditional transportation services.
- ❑ Enhanced transportation services in each site have been a coordinated effort between FIA, MDOT and SMART. Two mini-buses have been provided to each site to transport recipients for employment related activities.

### *Child Care*

- ❑ Developed a contract with the Children's Resource Network to expand existing services, recruit new day care providers and assist families when unexpected circumstances occur. Throughout the year, 263 families were served, 484 placements were made, and 259 new providers were added. Combined with 1,492 new day care slots, this greatly assisted recipients in obtaining and retaining employment.

### *Mentoring*

- ❑ A new program was established with Good Samaritan Ministries, a local faith-based organization to offer family support services. Trained volunteer mentors, recruited through the local Love, Inc. entities, provided support and information to Project Zero program participants in the following areas: budgeting, transportation, child care, employment, household management, friendship, referrals, and services aimed at enhancing self-esteem.

### *Other Community Services*

- ❑ Salvation Army and Community Action House provided emergency food, clothing, rent and deposit assistance services, as well as transitional housing assistance and a day camp for children of Project Zero participants.
- ❑ Beacon Ministries provided cribs, car seats, clothing for infants and toddlers and other supplies for infants.
- ❑ FIS staff utilized the local Parenting Plus program for education and prevention services for families.
- ❑ Ottawa County FIA developed a strong collaborative relationship with Meijer, Inc. for job referrals and placement.

*Ottawa County developed strong community relationships as a result of Project Zero, with the religious community becoming a strong presence. Although the primary goal was seeking employment for all recipients, other family needs were addressed.*

## **Romulus District – Wayne County**

### *Demographics*

- ❑ Poverty rate for all families (1989): **6%**
- ❑ Percent of 1995 population receiving public assistance (January, 1996): **5%**
- ❑ Percent of families receiving cash assistance as a proportion of all families: **4%**
- ❑ Number of food stamp households (January, 1996): **4,033**
- ❑ Racial Composition: **74%** White, **24%** Black, **1%** Hispanic, **2%** Other/Unknown
- ❑ Age Composition: **.1%** less than 18 years, **12%** 18-21 years, **20%** 22-25 years, **25.5%** 26-30 years, **33%** 31-40 years, **8.5%** 41-50 years, **1%** 51 and over.

### *Transportation*

- ❑ SMART, in conjunction with MDOT provided a bus for Work First services, which augmented the existing Michigan Works Agency transportation network.

### *Child Care*

- ❑ The FIA and the Child Care Coordinating Council (4C's) worked in partnership to assure that any client needing child care information or resource referral received a quality response quickly.
- ❑ The Downriver Guidance Clinic worked with FIA to build a referral network for child care providers. Romulus is a targeted community receiving services that include developing a support system of licensed providers, providing technical assistance for new and existing providers, and connecting them to resources.

### *Mentoring*

- ❑ A new mentoring program was developed with the Salvation Army to provide supportive services to Project Zero program participants.

*Romulus also worked with a master's level student intern to study the effects of depression on job readiness and attainment. Please see Appendix B for additional information.*

## **Tireman District – Wayne County**

### *Demographics*

- ❑ Poverty rates for all families (1989): **37%**
- ❑ Percent of 1995 population receiving public assistance (January, 1996): **14%**
- ❑ Percent of families receiving cash assistance as a proportion of all families: **13%**
- ❑ Number of food stamp households (January, 1996): **5,865**
- ❑ Racial Composition: **2%** White, **98%** Black, **.25%** Hispanic, **.12%** Other/Unknown
- ❑ Age Composition: **13%** 18-21 years, **21%** 22-25 years, **21%** 26-30 years, **31%** 31-40 years, **11%** 41-50, **2%** 51 and over.

### *Transportation*

- ❑ SMART, in conjunction with MDOT provided transportation services to local job markets such as Metro Airport and other popular work sites.

### *Child Care*

- ❑ A new child care program was established in the catchment area which provided 24 hour a day, 7 days a week service.
- ❑ 4C's also worked with this district to provide child care option education, accessing child care services and recruitment and training services for new child care providers. This service was provided on-site at the FIA office.



### *Mentoring*

- A new mentoring program was developed with the Salvation Army to provide supportive services to Project Zero program participants.

*The student intern from Romulus also worked on a depression survey with the Tireman population.*

## ***Appendix - B***

### **Family Independence Specialist Survey**

#### **1. In your judgement, why is this client unemployed?**

A. Problems with Transportation	G. No jobs
B. Drug/Alcohol Addiction	H. Lack of Child Care
C. Personal medical condition	I. Lack of training/education
D. Not interested in working	J. Child's medical condition
E. Lack of special clothing	K. Would lose medical benefits
F. Spouse works	L. Other

#### **2. What services have been provided to this client to assist her/him to obtain and maintain employment?**

A. Child Care	G. Transportation
B. Uniforms, glasses, work equipment	H. Mentoring
C. Substance Abuse Treatment	I. Enhanced Child Support Services
D. Budgeting Assistance	J. Counseling
E. Enhanced Shelter Assistance	K. Work First Services
F. FIC Contract Development	L. Other

#### **3. In your judgement, what services might have made a difference in this client's obtaining/maintaining employment?**

(This was a narrative response which were coded into general categories)

#### **4. In your judgement, what other actions (i.e. other interventions, sanctions, etc.) might have made a difference in this client's obtaining/maintaining employment?**

(This was a narrative response which were coded into general categories)

#### **5. Is anyone in this group currently sanctioned?**

A. Yes	B. No
--------	-------

#### **5a. If yes, what was the date of the sanction?**

#### **5b. If yes, when is this case scheduled to close?**

#### **6. Has any adult in this case been employed during the course of Project Zero?**

A. Yes	B. No
--------	-------

#### **6a. List dates of last spell of employment.**

#### **7. Have any home calls been made on this case?**

A. Yes	B. No
--------	-------

7a. If yes, what were the dates?

8. Has this case been referred back from the Michigan Works Agency for conciliation?

A. Yes	B. No
--------	-------

9. Enter the sanction history for this case.

### **Client Phone Center Survey**

1. Are you currently receiving a FIP (ADC) check?

A. Yes	B. No
--------	-------

2. Are you working now?

A. Yes	B. No
--------	-------

3. Have you had a job anytime during the last year?

A. Yes	B. No
--------	-------

4. How many jobs have you had during the year?

5. Why are you not employed? Please choose any from the following list of choice:

A. Lack of transportation;
B. Have not found available jobs;
C. Drug or alcohol addiction;
D. Cannot find child care;
E. Personal medical condition;
F. Need additional education or training;
G. Not interested in working;
H. Child has a medical condition;
I. Lack of special clothing needed;
J. Would lose medical benefits from the state;
K. Spouse works; or
L. Other; (narrative responses were recoded).

**6. Which of the following services have you received through your contact with the Family Independence Agency to help you find employment?**

A. Child care assistance;
B. Transportation assistance;
C. Uniforms, glasses, work equipment;
D. FIA provided a mentor to work with me;
E. Substance abuse treatment;
F. Additional child support services;
G. Assistance with budgeting income;
H. Counseling services for you and your family;
I. Assistance with locating shelter or home; or
J. Other: (narrative responses were recoded).

**7. Can you think of anything else that might make a difference in helping you get a job?**

- Narrative responses were recoded.

## Appendix – C

### INDIVIDUAL SITE RESULTS FROM PROJECT ZERO SURVEY

#### Question #1 FIS Survey: In your judgement, why is this client unemployed?

*Totals may be off due to rounding*

##### Alpena County

PROBLEMS WITH TRANSPORTATION	8%
Drug/Alcohol Addiction	7%
Personal Medical Condition	13%
Lack of Training and Education	16%
Not Interested in Working	23%
Child's Medical Condition	3%
Other	29%

##### Menominee County

PROBLEMS WITH TRANSPORTATION	41%
No Jobs	23%
Drug/Alcohol Addiction	23%
Lack of Child Care	14%

##### Midland County

Problems with Transportation	13%
No Jobs	3%
Drug/Alcohol Addiction	3%
Lack of Child Care	3%
Personal Medical Condition	13%
Lack of Training and Education	11%
Not Interested in Working	21%
Spouse Works	1%
Other	31%

##### Ottawa County

Not Interested in Working	50%
Other	50%

##### Romulus District – Wayne County

Problems with Transportation	16%
No Jobs	2%
Drug/Alcohol Addiction	3%
Lack of Child Care	7%
Personal Medical Condition	16%
Lack of Training and Education	11%
Not Interested in Working	19%
Child's Medical Condition	2%
Would Lose Medical Benefits	1%
Spouse Works	.3%
Other	23%

##### Tireman District – Wayne County

Problems with Transportation	18%
No Jobs	2%
Drug/Alcohol Addiction	2%
Lack of Child Care	13%
Personal Medical Condition	11%
Lack of Training and Education	21%
Not Interested in Working	13%
Child's Medical Condition	3%
Lack of Special Clothing	1%
Spouse Works	.3%
Other	17%

\*Other responses could not be identified as a result of a glitch in the ACCESS database, this problem has been adjusted for the next program year.

**Question #2 - Unemployed clients who received one or more services throughout the yearlong intervention.**

**Alpena County**

One Service	50%
Two Services	25%
Three Services	5%
Four Services	10%
Five Services	10%

**Menominee County**

ONE SERVICE	10%
Two Services	29%
Three Services	14%
Four Services	14%
Five Services	10%
Six Services	19%
Seven Services	5%

**Midland County**

One service	21%
Two Services	18%
Three Services	27%
Four Services	16%
Five Services	9%
Six Services	7%
Eight Services	2%

**Ottawa County**

Two Services	50%
Three Services	25%
Four Services	25%

**Romulus District- Wayne County**

ONE SERVICE	31%
Two Services	22%
Three Services	21%
Four Services	16%
Five Services	6%
Six Services	3%
Seven Services	1%
Nine Services	1 Client (.6%)

**Tireman District – Wayne County**

ONE SERVICE	31%
Two Services	29%
Three Services	20%
Four Services	12%
Five Services	6%
Six Services	2%
Seven Services	1%

**Question #3**

***In your judgement, what services might have made a difference in this client's obtaining/maintaining employment? (This was a narrative response that was recoded into 14 categories.)***

*\*Totals may be off due to rounding*

**Alpena County**

More intensive services currently being offered such as transportation, child care, FIS services and Work First.	36%
Client shows no interest in gaining employment	28%
Client has the ability to gain employment but is struggling with maintaining employment.	16%
Client is lacking education such as literacy or language difficulties.	4%
A more restrictive or responsive sanction policy	4%
The client is pending medical treatment and a disability determination, no services needed at this time.	4%
The client is a victim of domestic violence or other type of violence in the home and is in need of specific services	4%
Client is not utilizing what is currently being offered and those services would assist the client in finding employment.	4%

**Menominee County**

Client has the ability to gain employment but is struggling with maintaining employment.	32%
Client is currently in the process of finding employment and is meeting all necessary requirements.	18%
More intensive services currently being offered such as transportation, child care, FIS services and Work First.	14%
Client shows no interest in gaining employment	14%
Client is lacking education such as literacy or language difficulties.	9%
The client is pending medical treatment and a disability determination, no services needed at this time.	5%
Increased access to counseling and family support services.	5%
The client is suffering from a mental illness, until this is addressed employment will be difficult.	5%

**Midland County**

Client shows no interest in gaining employment	25%
Client has the ability to gain employment but is struggling with maintaining employment.	23%
More intensive services currently being offered such as transportation, child care, FIS services and Work First.	17%
Client is not utilizing what is currently being offered and those services would assist the client in finding employment.	19%

Increased access to counseling and family support services.	8%
Client is lacking education such as literacy or language difficulties.	2%
The client is pending medical treatment and a disability determination, no services needed at this time.	2%
The client is a victim of domestic violence or other type of violence in the home and is in need of specific services	2%
The client is suffering from a mental illness, until this is addressed employment will be difficult.	2%
The client is in need of vocational rehabilitation or job training.	2%

### **Ottawa County**

Client is not utilizing what is currently being offered and those services would assist the client in finding employment.	40%
Client shows not interest in gaining employment	40%
Client has the ability to gain employment but is struggling with maintaining employment.	20%

### **Romulus District – Wayne County**

Client is not utilizing what is currently being offered and those services would assist the client in finding employment.	19%
Increased access to counseling and family support services	15%
The client is pending medical treatment and a disability determination, no services needed at this time.	14%
Client has the ability to gain employment but is struggling with maintaining employment.	13%
Client shows not interest in gaining employment.	9%
Client is lacking education such as literacy or language difficulties.	7%
A more restrictive or responsive sanction policy.	5%
Client is currently in the process of finding employment and is meeting all necessary requirements.	5%
More intensive services currently being offered such as transportation, child care, FIS services and Work First.	5%
The client is suffering from a mental illness, until this is addressed employment will be difficult.	4%
The client is in need of vocational rehabilitation or job training.	2%
The client is a victim of domestic violence or other type of violence in the home and is in need of specific services	1%



**Tireman District – Wayne County**

More intensive services currently being offered such as transportation, child care, FIS services and Work First.	28%
Client has the ability to gain employment but is struggling with maintaining employment.	17%
Client is not utilizing what is currently being offered and those services would assist the client in finding employment.	15%
Client shows not interest in gaining employment.	9%
Increased access to counseling and family support services.	8%
The client is pending medical treatment and a disability determination, no services needed at this time.	7%
Client is lacking education such as literacy or language difficulties.	6%
Client is currently in the process of finding employment and is meeting all necessary requirements.	5%
The client is in need of vocational rehabilitation or job training.	4%
The client is suffering from a mental illness, until this is addressed employment will be difficult.	1%
A more restrictive or responsive sanction policy.	1%
The client is a victim of domestic violence or other type of violence in the home and is in need of specific services	1%

### **Program Participants Phone Survey**

*Question #5 – Why are you not employed?*

#### **Alpena County**

Dissatisfaction with the types of jobs available	40%
No response or reason	30%
Engaged in completing education	20%
Child has a medical condition	10%

#### **Menominee County**

No response or reason	83%
Dissatisfaction with the types of jobs available	17%

#### **Midland County**

No response or reason	65%
Pregnancy	8%
Engaged in completing education	8%
Not interested in obtaining employment	7%
Reported being engaged in the process of finding employment	4%
Dissatisfaction with the types of jobs available	4%
In need of additional education or training	4%

#### **Ottawa County**

\* Of the four respondents no answers were given.

#### **Romulus District – Wayne County**

No response or reason	71%
Not interested in obtaining employment	6%
Pregnancy	5%
Engaged in completing education	5%
Dissatisfaction with the types of jobs available	4%
Dealing with emotional situation preventing employment	2%
Reported being engaged in the process of finding employment	2%
Personal medical condition	2%
Laid-off from past employment setting	1%
In need of additional education or training	1%

**Tireman District – Wayne County**

No response or reason	69%
Pregnancy	8%
Reported being engaged in the process of finding employment	4%
Personal medical condition	4%
Not interested in obtaining employment	3%
Laid-off from past employment setting	3%
Dissatisfaction with the types of jobs available	3%
Child has a medical condition	3%
In need of additional education or training	1%
Lack of special clothing needed for employment	1%
Lack of transportation	1%

***Question #7 – Can you think of anything else that might make a difference in helping you get a job?***

**Alpena County**

No response relative to additional services needed	30%
Do not reduce grant so quickly after a job is secured	30%
Nothing would have made a difference in obtaining employment	10%
Child Care Services	10%
Job placement services	10%
Education and/or training	10%

**Menominee County**

No response relative to additional services needed	50%
Job placement services	17%
Nothing would have made a difference in obtaining employment	17%
Child Care Services	17%

**Midland County**

No response relative to additional services needed	50%
Nothing would have made a difference in obtaining employment	19%
Transportation services	8%
Education and/or training	8%
Increased understanding of medical disability	4%
Do not reduce grant so quickly after a job is secured	4%
Child Care Services	4%
Child Support Services	4%

**Ottawa County**

Nothing would have made a difference in obtaining employment	75%
Job placement services	25%

**Romulus District – Wayne County**

No response relative to additional services needed	31%
Increased understanding of medical disability	13%
Transportation services	12%
Nothing would have made a difference in obtaining employment	12%
Child Care Services	8%
Do not reduce grant so quickly after a job is secured	7%
Education and/or training	5%
Child Support Services	2%
Family Support Services/Counseling	1%

**Tireman District – Wayne County**

No response relative to additional services needed	41%
Nothing would have made a difference in obtaining employment	12%
Increased understanding of medical disability	11%
Transportation services	8%
Family Support Services/Counseling	7%
Education and/or training	7%
Do not reduce grant so quickly after a job is secured	4%
Child Care Services	4%
Mentoring Services	3%
Job placement services	3%